

August 12, 2005

### HAND DELIVERY

California Energy Commission Attn: Docket Unit 1516 Ninth Street, MS-4 Sacramento, CA 95814

Re: <u>Docket 04-IEP-01D</u>, In the Matter of: The Preparation of the 2005 Integrated

Energy Policy Report (2005 Energy Report)

Dear Docket Clerk:

Enclosed please find Rebuttal Testimony on Executive Director's "Notice of Intent to Release Aggregated Data" being submitted in the above referenced docket by Pacific Gas and Electric Company.

The Testimony has also been submitted in electronic format to the Docket Office this date.

Yours very truly,

CHRISTOPHER J. WARNER

CJW:mw

Enclosures

1 2		California Energy Commission CEC IEPR
3		(Docket 04-IEP-01D)
4 5 6		Rebuttal Testimony on Executive Director's "Notice of Intent to Release Aggregated Data"
7		$\mathbf{B}\mathbf{y}$
8		Roy Kuga, Vice President, Gas and Electric Supply Pacific Gas and Electric Company
10 11		August 12, 2005
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13	Q.	What is the purpose of your testimony?
14	A.	I am providing testimony to respond generally and specifically to the testimony
15		submitted on July 8, 2005, by Energy Commission staff witnesses in this
16		proceeding. In particular, I am responding to factual and theoretical contentions
17		and conclusions provided by Ms. Julia Frayer of London Economics. These
18		include her characterization of the existing California wholesale and retail energy
19		market structure; her recitation of empirical information on the electricity
20		procurement activities of PG&E and other electric utilities and energy suppliers in
21		the California markets; and her theories regarding the impact on markets and
22		PG&E's cost of electricity if the confidential information that is the subject of this
23		appeal is disclosed to suppliers and other participants in the California markets.
24		In addition, I identify several factual errors in the testimony of Dr. Michael R.
25		Jaske that I believe render his testimony unpersuasive in key respects.
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27	Q.	At the outset, do you have any general response to the testimony of the
28		Energy Commission staff witnesses?
29	A.	Yes. In general, the staff testimony misses the point of the appeal by PG&E, SCE
30		and SDG&E, and therefore mischaracterizes the narrow areas of disagreement
31		that are the reason for the appeal.
32		PG&E and the other IOUs have provided the Commission and staff with
33		all the information, forecasts and data requested in this proceeding, without
34		exception. The Commission and its staff have full, unrestricted access to this

information for purposes of their IEPR responsibilities, and for advising the California Public Utilities Commission regarding the CPUC's review of the utilities' long-term procurement plans under Assembly Bill (AB) 57. In addition, PG&E has offered to make all this information available to all interested parties in this proceeding under appropriate protections that prevent disclosure of market sensitive or commercially valuable information to market participants. Thus, contrary to the implications of the Energy Commission staff witnesses, maintaining the confidentiality of the narrow portions of this information that are the subject of this appeal will not, in any way, restrict the access of the Commission or its staff to this information for purposes of its decision-making or public debate. In fact, there is nothing in any of the Commission staff's testimony that identifies any harm to the Commission's decision-making processes or responsibilities that has occurred or will occur if the Commission continues to maintain this information as confidential. The closest any of the Energy Commission witnesses come to identifying a harm to the Commission's decisionmaking is Dr. Kennedy, who states that "...the Energy Commission will transmit information to the CPUC on the IOU [procurement forecast] positions through the 2005 Energy Report process, and expects that all parties will have an opportunity to review and comment on this information." (Kennedy, p. 2). However, even Dr. Kennedy concedes that the Energy Commission's sister agency, the CPUC, has maintained confidentiality for similar data while performing its similar decisionmaking responsibilities. (Kennedy, p. 7.) And none of the Energy Commission's witnesses, including Dr. Jaske who references the need for an "informed public policy debate" as part of the Energy Commission's responsibilities, disputes the fact that the only interested parties who would have restricted access to this data would be those who are market participants who could potentially influence energy markets or profit directly from the information, not other interested parties such as TURN and other consumer groups who more actively participate in the "public policy debates" themselves.

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Moreover, in arguing against the appeal on the grounds that similar data has been provided or made public elsewhere, the Energy Commission witnesses make an extremely persuasive case for granting rather than rejecting this appeal: The Energy Commission apparently may not need access itself to this confidential data because, according to the Energy Commission witnesses, there are abundant sources of similar data available in other public forums and proceedings, and therefore this similar data may be sufficient to fulfill the Commission's needs for Statewide energy planning purposes. Although PG&E does not agree with assertions that the *same* data is available in other public forums, we do agree that the Energy Commission, its staff and interested parties all have access to this other similar data in aggregated form in sufficient quantities and categories to help fulfill the Commission's statutory energy planning and public policymaking functions as well as its role as an advisor to the CPUC's procurement planning proceedings.

Thus, at the outset, it is important for the Commission to know what this appeal is about, and what it is *not* about. Contrary to the Commission staff witnesses, PG&E believes this appeal is *not* about restricting the Commission's access to information in order to fulfill its statutory energy planning and public policy responsibilities in this proceeding. Instead, this appeal is about an effort by some parties to persuade the Commission to substitute its judgment for that of the expert electricity procurement personnel of the utilities as to what kinds of information and data are "market sensitive" and commercially valuable, and then to release that information and data to market participants on an unrestricted and one-sided basis even though release of the information is not essential for the Commission or the public to have reasonable access to the information in order to fulfill the Commission's Statewide energy planning and policy responsibilities.

Q.

Turning more to the specifics of the Commission staff testimony, beginning on p. 7 of her testimony, Ms. Frayer discusses what she believes to be a realistic characterization of the California electricity market in order to determine whether the utility data that is the subject of this appeal is market sensitive or commercially valuable. Do you agree with Ms. Frayer's characterization?

No. Ms. Frayer fundamentally misunderstands the California market as it exists today as utilities such as PG&E are actively seeking and procuring a wide array of electricity capacity and energy products and services. First, she depicts an idealized commodity market that has a multitude of buyers and sellers transacting a standard product with no delivery constraints. This is a very questionable representation of short- and intermediate-term markets, because it fails to recognize that there are numerous physical transmission constraints in the Western U.S. and the California ISO systems, economic constraints on the flow of power in the Western U.S. due to the short term nature of transmission rights into and within California, and operational constraints due to the need for local power generation.

A.

Second, Ms. Frayer discusses the procurement markets available to buyers, noting that buyers have latitude to procure in short-, medium-, and longterm markets, but that the actual procurement for most LSEs in California occurs "over a short to medium term horizon." (p. 9) PG&E is active in many different product markets with many different time durations, procuring resources across different geographic markets under short-term, mid-term and long-term contracts, including transactions as short as hourly and day ahead, to one to three months in duration on a forward basis, to up to five years in duration forward, and as long as 10 and 20 years. Currently, most capacity and energy delivered to customers today is from utility-owned or long-term procured resources. Further, PG&E is currently seeking conventional resources with a preference for 10 year terms, but will consider longer-terms, and is also soliciting additional renewable resources with long-term contracts with terms as long as 20 years. For this reason, Ms. Frayer is wrong in asserting that it is sufficient to restrict public disclosure of PG&E's forecast needs for only the first three years as proposed by the Energy Commission. Any disclosure of forecasts beyond the first three years will overlap and affect PG&E's longer term five, 10 and 20 year procurement initiatives, which PG&E is actively pursuing on behalf of our customers.

Finally, I note that Ms. Thayer's characterization of the markets contradicts that of another of the CEC's witnesses, Dr. Jaske. On p. 8 of his

testimony, Dr. Jaske states "In contrast, in 2005, the vast majority of IOU generation comes from power plants they own or from multi-year power purchase contracts...There is no organized Day-ahead energy market, but there are a few thinly traded, standardized contract forms that allow for a limited degree of price discovery for bilateral contracts."

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## Q. Do you agree with Ms. Frayer's description of aggregated summary tables of confidential utility information she refers to in her testimony?

No, PG&E does not agree and I believe that her use of the term "aggregated summary tables" is misleading. Beginning on p. 5 of her testimony she describes all of the tables that the CEC is proposing to release as "aggregated summary tables" and then generically uses this term elsewhere in her testimony, ignoring the distinction between annual and quarterly utility bundled customer specific data tables and planning area aggregated summary tables. An example of this is her conclusion on p. 27 that "Release of the aggregated summary tables may be efficient for overall market operations in the long run and in the ratepayers' interest." Is Ms. Frayer referring to IOU specific data, planning area data, or both? Ms. Frayer presents no evidence or discussion as to how the release of IOU specific data would support this conclusion. Given the important distinction between the IOU-specific and planning-area data that is the crux of this appeal, PG&E believes it is misleading to discuss this data interchangeably. PG&E supports the publication of planning area aggregated summary tables, as this level of information is important and useful for all interested parties and policymakers to know, and will not unfairly release any individual participant's competitive or commercially valuable information. However, we believe release of utilityspecific and quarterly-specific data will adversely affect our ability to procure for our customers on a least-cost, competitive basis. In this respect, Ms. Frayer's failure to distinguish between the two is misleading.

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### Q. On p. 3 of Ms. Frayer's testimony she states that economic theory suggests that requiring buyers to disclose their private, confidential information to

suppliers as a "refinement" of information developed by the sellers themselves on the buyers' requirements should generally reduce prices to the buyers due to lower uncertainty and supplier competition. Do you agree?

A.

No. I agree with Ms. Frayer's contention that refined information indeed will affect market prices, but I disagree that publicizing detailed information developed by a buyer about its position in the market will reduce prices, particularly if there is no reciprocal obligation on the part of the seller to disclose their own private cost and supply data to that individual buyer. It is more likely that prices will be higher when a buyer needs a substantial quantity of power relative to other market participants and the marketplace is aware of such a need. Even in fairly robust markets this can occur, sometimes referred to as being short squeezed in the market, especially where demand is inelastic.

Regardless of the impact on prices, I strongly disagree with Ms. Frayer's conclusion discussed both here and in Section 5 of her testimony that this information cannot be deemed a "trade secret" simply because commercial firms have developed their own independent estimates of this information. Just as corporations cannot preclude independent financial analysts from estimating quarterly and annual earnings, IOUs cannot preclude others from developing estimates of IOU load and resources for their own use or for sale. But even if the financial analysts accurately estimate corporate profits, this does not mean that the business plans or other proprietary data developed confidentially and privately by the corporations are not deemed a trade secret. As another example, I am sure that Ms. Thayer would not assert that the confidential and private analyses and studies she performs for her clients for a fee are "publicly available" and not a trade secret, merely because other consultants or the clients themselves have performed their own analyses and studies on the same topics. Similarly, just because third parties may perform their own analyses and estimates of the utility strategy and resource position, this in no way leads to a conclusion that the utilities' resource plan or individual plan components are not trade secrets and therefore should be made publicly available.

- Q. On p. 4 of her testimony, Ms. Frayer suggests that information dissemination should lead to lower risk premiums in the offers of suppliers. Has this been PG&E's experience in its procurement?
- 4 A. No, it has not been PG&E's experience and further, Ms. Frayer provides no 5 factual support for this statement. It has been our commercial experience that a supplier's risk premium is generally not based on the supplier's uncertainty about 6 7 the buyer's net open position, or its subcomponents. Rather, the seller's risk 8 premium is typically based on a variety of other risk factors including, but not 9 limited to, perceived market price risk, market liquidity, credit risk, regulatory 10 risk, and delivery risk. PG&E's own requests for offers (RFOs) issued to 11 potential bidders and suppliers provide a wealth of detailed information on PG&E's needs and retail markets, and suppliers are able to develop their 12 13 respective bids – including any "risk premiums" built into those bids – based on 14 this extensive level of detail. In my opinion as one of PG&E's lead officers 15 responsible for electricity procurement, the absence of PG&E's specific capacity 16 and energy forecasts from these bid and RFO packages has not in any way 17 hampered the ability of suppliers to participate in PG&E's RFOs or to assess the 18 balance of risks and benefits to be included in the resulting multi-year bilateral 19 procurement contracts. In contrast, Ms. Frayer's testimony appears to be based 20 on no real world or empirical experience or expertise in the IOUs' recent post-21 energy crisis procurements, nor are her theoretical conclusions on how the 22 California electricity markets work consistent with the real experiences I and the 23 rest of PG&E's procurement personnel have had and are having today.

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- Q. Starting on p. 4 and continuing on p. 5, Ms. Frayer claims that the release of the utilities' forecast data will provide important signals for new investment.

  Do you agree with this conclusion?
- A. No. Ms. Frayer fails to demonstrate how release of the narrow categories of data that are the subject of this appeal, such as quarterly disaggregated data, adds any more value than would be created by release of the data that is not subject to this appeal, such as annual aggregated data on a planning area basis. An investment

decision does not rely on quarterly disaggregation by IOU; a long-term contract and the extensive information provided by the individual utilities as part of their RFOs and bid packages provides significant and sufficient relevant commercial information for a multi-hundred million dollar investment, and quarterly disaggregated information should not make or break such a decision. Again, Ms. Frayer's testimony is purely theoretical on this point, and does not reflect any knowledge or real world experience in the California IOUs' current procurement proceedings.

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## Q. Starting on p. 16 and continuing on p. 17, Ms. Frayer discusses the "Winner's Curse." Is her discussion accurate in light of your experience and understanding of current California energy markets?

No. Such a theory may work in a merchant model, but Ms. Frayer fails to understand that this concept in not applicable in the current California model, where investment is driven by long-term contracts. In a merchant model, a generator may be willing to invest in new generation resources if there is public knowledge of a region's or local area's net open position. The Winner's Curse implies that without such knowledge, the generator may make such an investment based on overly optimistic information and ultimately lose money based on such wrong estimates. In the reality of the California market, to the extent that a generator is able to win a supply contract, the specific components of the IOU's net open position are not relevant in the decision to build the generating resource to serve the supply contract. Ms. Frayer's assertion that the uncertainty premium is meant to cover a lack of information is outright wrong; rather, the uncertainty premium charged by suppliers in the real (not theoretical) California market is driven by credit risk, regulatory risk, fuel price risk, delivery risk, and the like. Ms. Frayer's theory again does not reflect the real California procurement markets and processes that PG&E is undertaking. I note that no bidder or its financing entity participating in PG&E's current long-term resource solicitation requested utility-specific information on PG&E's resources or needs beyond what PG&E provided in its RFO, leading me to conclude the bidders have more than sufficient information on utility requirements and market needs on which to make a competitive offer based on long-term supply contracts.

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# Q. Starting on p. 29 and continuing on p. 30, Ms. Frayer suggests that the IOUs should encourage investment by releasing their confidential information. Do you agree?

No. PG&E notes that in its Long Term RFO it disclosed its willingness to purchase new generation for specific quantities and over specific timeframes, and provided extensive further information on transmission proxy costs, which varied depending on where new generation was sited. Given this guidance for new generation investment, and given Ms. Frayer's assertions that dissemination of information is necessary for investment, why would suppliers need to see IOUspecific quarterly forecast information unless it was because they wish to use that information to exercise market power to extract the greatest value for their investments or contracts in short, intermediate and long-term markets? With respect to investment decisions, the supplier community knows through the RFO process what PG&E is willing to commit to buy under bilateral contracts, and that supplier community should not need to factor in risk premiums based on a lack of knowledge about PG&E's market position. Additionally, what the supplier community does not and should not have is specific information that allows it to calculate an IOU's market position and exercise market power with it, particularly in the short and intermediate term.

Ms. Frayer relies on economic theory and has developed a mistaken assumption that the generating community and the capital markets will make speculative, merchant investments if they just know what each utility's net open is. Nothing could be further from the truth. In fact, the reality is just the opposite. In talking to potential bidders and developers and capital markets, no entity has ever mentioned to us the need for a utility's net open as an essential consideration for the successful development of new resources.

- Q. On p. 30, Ms. Frayer claims that the cost to ratepayers of correcting underinvestment in the long run will exceed the increased cost of procurement in the short term due to release of information. Is this correct?
- 4 A. No. PG&E agrees that under-investment in the short run may increase costs in 5 the long run, but protection of the utility-specific information that is the subject of 6 this appeal simply will not result in under-investment, given the extensive data 7 and information already available from other sources, such as our own RFOs and 8 bidding packages, as well as the information from public sources that Ms. Thayer 9 and the other Energy Commission staff witnesses cite. Given that this 10 comprehensive system level information is available to all sellers and developers, 11 it represents the appropriate level of information to determine investments. An 12 individual IOU could be vastly short energy while at the same time releasing this 13 market sensitive information, and Ms. Thayer's "benefits" to ratepayers would 14 immediately evaporate into thin theoretical air.

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## Q. Turning now to Dr. Jaske's testimony, do you agree with all his factual assertions and assumptions that are the basis of his conclusions?

No. Dr. Jaske draws several conclusion based on erroneous information and unsupported assertions. The first such conclusion is on p. 3, where he asserts the aggregated summaries of confidential utility data are essential to electricity planning in California, and in his opinion "The aggregated summary tables proposed by the Executive Director allow the resource plan data to be released in a sufficiently aggregated form to protect trade secrets, yet in a sufficiently disaggregated form to allow an informed public policy debate." PG&E does not agree with this assertion for several reasons.

First, PG&E has made all data and information available to CEC staff and Commissioners for their use in developing public policy. Further, PG&E routinely makes this detailed information available to participants in PG&E's regulatory proceeding who are not market participants.

Second, the CPUC, which also makes public energy policy in its proceedings, has demonstrated that it is fully capable of reaching decisions

without publicly releasing the data proposed by the CEC for public release, and I suspect the CPUC would not reject an Energy Commission report on utility resource need if certain information were protected from broad, unrestricted disclosure to market participants.

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Third and finally, Dr. Jaske has failed to explain how public policy would suffer if the IOU-specific data were held as confidential. Given the level of information available in the market today, as discussed by both Dr. Jaske and Ms. Frayer, and the endorsement by all parties for the release of system-level and planning area data aggregations, I fail to see how the public policy debate would be impaired without IOU-specific data.

Also on p. 3, Dr. Jaske states that IOUs have failed to support their assertion of harm to ratepayers, given the Executive Director's aggregation proposal that shields the first three years of information and the theoretical economic benefits to ratepayers if IOU-specific data is released. While PG&E applauds the Executive Director in shielding the front three year's of data, PG&E is currently procuring for 10-20 year terms with on-line dates in the 2008-2010 timeframe. This is well beyond the time horizon of the Executive Director's confidentiality proposal, and PG&E believes data should be confidential during this time frame because it is procuring resources in this time frame and this information if disclosed may be used to skew prices. Further, PG&E disagrees that providing IOU-specific information will provide economic benefits to ratepayers. While Ms. Frayer provides a theoretical argument for this, neither Dr. Jaske nor Ms. Frayer provide any empirical or even anecdotal evidence of this based on current utility procurements in current California markets. To the contrary, I note that none of the bidders in PG&E's current long-term resource solicitation has required any additional utility-specific information on PG&E's resources or needs in the preparation of its bids, leading me to conclude the bidders have more than sufficient information on utility requirements and market needs on which to make competitive offers.

On p. 7, Dr. Jaske concludes that the release of IOU-specific data is at best a modest refinement over current estimates by generators and energy consultants because IOUs already provide similar information in other forums and that certain information can be guesstimated. He specifically cites the submittal of utility data in annual FERC filings. His characterization of the data released by the utility in these proceedings is incorrect. First, what the utilities seek to keep confidential is straightforward: bundled customer peak demand data and the capacity information regarding our resources in order to prevent market participants from determining future requirements; and quarterly data that would allow market participants to ascertain PG&E's seasonal market position and market participation strategy in light of our unique reliance on seasonal hydroelectric resources from both inside and outside our service territory. With that in mind, the data utilities provide in other forums is different than what we seek confidentiality for here. The FERC Form 715 submittal includes load data regarding PG&E's transmission deliveries, which includes more than just PG&E's bundled load requirements. This data would be more akin to the CECproposed system load information, and PG&E agrees that this level of data can be made publicly available. Similarly, PG&E does not dispute that information provided to FERC in annual Form 1 submittals on utility-owned generation is public. For the reasons already stated in earlier parts of my testimony, I wholly reject the conclusion by Dr. Jaske and Ms Frayer that because commercial firms create estimates of an IOU's loads and resources, then the IOU is obliged to provide its own actual operating data and forecasts to competitors and market participants.

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Also on p. 7, Dr. Jaske asserts that release of the data will not lead to a repeat of the market conditions in 2000-2001, as structural changes in the market and release of planning information preclude this from occurring. While PG&E hopes that the factors that caused the electric market meltdown in 2000 and 2001 have been sufficiently changed to preclude this from occurring again, when the dust settled we could see the basic problem in 2000-2001 was that California had a supplier-led market, and concerted manipulation by suppliers, as confirmed by FERC, caused the meltdown. If utilities are required to release all information in

the future there is a possibility that suppliers may again be in a position to skew the market balance, constraining the electric supply in order to manipulate prices.

Dr. Jaske is incorrect in asserting on p. 15 that the CPUC has ordered the utilities to release bundled customer quarterly energy tables and forecasts. In fact, the ALJ Halligan/Thorson ruling cited by Dr. Jaske limited the release to quarterly *system* demand, not *bundled customer* demand. Dr. Jaske is further incorrect in asserting on p. 17 that IOUs plan to an annual target, rather than considering monthly requirements. PG&E *plans* resources to meet requirements on a multi-year, annual, quarterly, monthly, balance of month, daily and hourly basis. PG&E, and most other LSEs, generally *procure* to meet annual and monthly peak load. This is a substantial distinction, as it is precisely the planning-related as well as annual peak procurement information that we seek to protect from active market participants.

Finally, Dr. Jaske erroneously concludes on p. 17 that PG&E provides no specific rationale regarding our request for the protection of quarterly data, either at the IOU-level or the service-territory level. PG&E was very clear in the original application for confidential treatment of this data, and again in our appeal, why we believe protection of this information is necessary – release of this information will provide competitive market participants with market sensitive and commercially valuable information regarding PG&E's market position and strategy. Dr. Jaske notes that PG&E and Northern California are hydro rich, which affects our quarterly position. This in turn impacts PG&E's market participation, both as buyer and seller. Providing quarterly information, whether at the utility level or at the planning-area level, will simply provide competitors in the market with vital information they can use to shape energy deliveries, plan purchases, and manipulate prices based on projected market supply and demand. PG&E sees absolutely no benefit to itself by releasing data that will enhance market participants in their market planning, and can foresee potential harm by strategic market participation by entities using this data. This really comes down to a difference in market perspectives. Dr. Jaske sees that IOU-specific quarterly data provides valuable information to policy makers regarding resource choices and provides valuable signals to market participants regarding future needs. As one of PG&E's lead officers responsible for electricity and gas procurement, I see unilateral release of this information as potentially enabling yet another opportunity for potential exercise of market power by non-CPUC regulated energy suppliers. Further I believe we can satisfy Dr. Jaske's and the State's need to provide appropriate information for policy makers and non-market interested parties by making this information available at the aggregated levels we previously have recommended, as well as through appropriate non-disclosure agreements as is routinely done at the CPUC.

### 10 Q. Does this conclude your testimony?

11 A. Yes, it does.

#### CERTIFICATE OF SERVICE

I hereby certify that I have this day served a copy of "REBUTTAL TESTIMONY ON EXECUTIVE DIRECTOR'S "NOTICE OF INTENT TO RELEASE AGGREGATED DATA"" by

• transmitting an e-mail message with the document attached to each party on the official service list for Docket 04-IEP-01D hereby listed below.

Parties at the California Energy Commission:
Chairman Joseph Desmond c/o <u>TParkiso@energy.state.ca.us</u>
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Executed on August 12, 2005, at San Francisco, California.

 MARTIE L. WAY	